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MEDITERRANEAN CITY-TO-CITY MIGRATION

## CITY MIGRATION PROFILE METROPOLITAN CITY OF TURIN

EXECUTIVE SUMMARY



This document is a synthesis of the Metropolitan City of Turin Migration Profile and Priority Paper drafted in the framework of the Mediterranean City-to-City Migration Project (MC2CM). The project aims at contributing to improved migration governance at city level in a network of cities in Europe and the Southern Mediterranean region. More information is available at [www.icmpd.org/MC2CM](http://www.icmpd.org/MC2CM).

GENERAL OVERVIEW (2016)	
<b>Political and administrative context</b>	The Metropolitan City of Turin is located in the North-West of Italy, in the Piedmont region, and has competence over an area that comprises the City of Turin (the 4th largest city in Italy) and other 314 municipalities
<b>Population</b>	2 282 197
<b>Share in national population</b>	3.8 %
<b>Foreign residents</b>	221 961
<b>Foreigners as a proportion of the metropolitan city population</b>	9.7 %

## MIGRATION PATTERNS

As of 2016, the number of foreign residents in the Metropolitan City of Turin was 221 961. This represents just under 10% of the overall population. The large majority of these foreigners (62%) live in the City of Turin. The number of foreign residents reached a peak in 2010 and has since then declined. This net decline can be explained, in part, due to the economic crisis which started in 2008 and has particularly hit the Piedmont Region, especially since 2011, with disproportionate consequences on migrants' labour performances.

At the same time, a growing share of immigrant residents are continuing to settle in the local community. Between 2012 and 2015, the applications for Italian citizenship in the urban territory more than doubled to 3 869. As of 1st January 2016, 40 034 foreign citizens held long-term resident permits. While asylum seekers and beneficiaries of international protection represent a smaller share of the foreign population, their numbers are rapidly increasing. In 2015, 2 945 people applied for asylum in the metropolitan area of Turin signifying an increase of 150% compared to 2014.

## MIGRANT POPULATION

As of 2015, the main countries of origin of the foreign population in Turin were Romania (46%), Morocco (12%), Albania (5%), Peru (5%), China (5%), and Moldova (3%). The phenomenon of family reunifications has balanced the gender ratio over time, and today women are more numerous than men (118 717 female versus 103 244 male foreign residents as of 2015). 37% of the total foreign residents' age ranges between 25 and 44.

## LOCAL MIGRATION POLICY

The role of the Metropolitan City in the field of migrant integration has not been defined by law but has rather evolved out of national and regional governments' funding strategies as well as competences held in policy areas with a direct bearing on migrant integration such as employment and vocational training.

The Metropolitan City's approach to migrant integration policies is based on the following pillars:

- a\_ **migration is seen as a structural phenomenon** which requires structural institutional responses
- b\_ an **integrated approach** consisting of integration of measures and services provided by the different departments in order to develop coherent and linear inclusion paths for migrants
- c\_ the role of the **Metropolitan City as agent of local development** promoting coordination and synergies among local stakeholders, both public and private

The Metropolitan City's services which matter most for migrant integration and have traditionally carried out measures to this regard, beyond formal obligations, are: Education and Vocational Training, Labour, Equal Opportunities and Social Policy.

Actions have been developed in recent years around the areas of **cultural mediation**, **professional training for public officials** and workers in the field of migration, **Italian language courses** for foreign citizens, **assessment of migrants' informal skills** (i.e. not attested by formal certificates), support **occupational integration** of domestic and care sectors where the presence of foreign workers is particularly high, and **anti-discrimination**.

A large part of migrant integration measures carried out at metropolitan level are the result of local stakeholders' initiatives. This **bottom-up approach** allows for the development of interventions according to local specificities but also increases the dependency of those policies on the good will and commitment of officials and policy-makers.

Some of the most innovative local interventions are project-based. This demonstrates the engagement and effectiveness of local stakeholders. At the same time, it creates a dependency on calls for proposals, hampering the development of long-term strategies and interventions. It also means that some innovative and successful projects discontinued, hindering the potential impact as well as human resources and organisational capacity of implementing agencies.

Consultation with local stakeholders including representatives of the Piedmont Region, the Metropolitan City, municipalities of the metropolitan area and NGOs through individual interviews and a focus group held in March 2017 in the framework of the **MC2CM** project, led to the identification of **4 priorities** for integration policies in the Metropolitan City:

1. **Labour integration of asylum seekers and refugees**
2. **Social cohesion and the development of good relations between newcomers and the local communities**
3. **Migrants' access to decent housing**
4. **Integration of children of migrants, so-called second-generation migrants**

## **MAINSTREAMING MIGRATION**

The Metropolitan City applies a mainstreaming approach to migrant inclusion. This approach is complemented by measures that pay special attention to specific obstacles encountered by migrants in accessing general services. Two such targeted measures are intercultural mediation and language courses provided to migrants with the aim of avoiding exclusion. Independent of the mainstreaming process, due to budgetary constraints in recent years, there has been a decrease of the migrant-specific measures on offer.

## Migration governance stakeholders at local level

Ministry of Home Affairs	Prefettura	Branch of the Ministry of Home Affairs at provincial level. Coordinates the Inter-institutional Observatory on Foreign Population in the Metropolitan Area and, alongside the municipalities, holds the main responsibilities in the field of first reception of asylum seekers (CAS centres)
Piedmont Region	Regional Department for Youth Policies, Right to University Studies, International Cooperation, Equal Opportunities, Civil Rights and Immigration	Responsible for migrants' integration and active participation, equal opportunities and anti-discrimination issues. In charge of coordinating the Regional Table on Asylum, and of managing the largest part of the European Asylum, Migration and Integration Fund (AMIF) funds coming from the Ministries of Home Affairs and of Labour and Social Policies
	Institute for socio-economic research (IRES)	Encompasses the Regional Observatory on Migration. Plays a crucial role in the management of AMIF regional projects
	Social and Equal Opportunities Service	Called on to promote cooperation, information exchange and good practice dissemination in the fields of equal opportunities, anti-discrimination, youth and public protection. Encompasses competences on migrant integration at metropolitan level
Metropolitan City of Turin	Education and Vocational Training of the Metropolitan City of Turin/Piedmont Region	Issues calls for proposals for vocational training courses, including courses in Italian language and cultural mediation
	Labour Service (Agenzia Piemonte Lavoro)	Manages the metropolitan employment services, including employment centres
	Social Policies Department, which includes the Foreigners Office	Includes the Office for Foreigners and Travelling People. Responsible for city accommodation centres for forced migrants (SPRAR centres)
City of Turin	Equal Opportunities Department	Promotes equal opportunities policies and 'new citizens' participation to the local society. Different from the Social Policies Department, it is a department without portfolio and its mandate is that of promoting a cross-department approach towards migrant integration

## Civil Society Organisations (CSOs) active in the areas of migration and integration in the city

Ufficio Pastorale Migranti	Turin Curia's operational branch specifically devoted to migration and asylum
Waldesian Church	Devotes a significant part of the revenues collected from general taxation to initiatives addressing migrants
Gruppo Abele	Provides services for vulnerable groups such as homeless and victims of trafficking which include a high proportion of migrants. Also runs activities in the fields of youth, employment and cooperation and development. Lobbies for these groups, both at local and at national level. Actively participates in public debate and fosters civic engagement
AMMI	Local association of intercultural mediators
ASAI	Local association linked to the Salesians and particularly active on migrant youth
Mosaic Association	Local mixed native and migrant association linked to the Waldesian Church and particularly active on asylum
ASGI	Associazione Studi Giuridici sull'Immigrazione (Association on Juridical Studies of Migration) is a non-profit lawyer association which offers training in the field on migration and asylum and legal assistance to migrants

## INSTITUTIONAL FRAMEWORK

The Metropolitan City of Turin is one among 10 administrative metropolitan entities that came into existence in 2015 in Italy, replacing the former Provinces but with fewer competences than those derogated previously to such. Although as a Metropolitan City Turin has greater powers than other metropolitan areas, these are still insufficient to cope with migration on its own.

### Coordination and cooperation at metropolitan level

The main inter-institutional working group at metropolitan level is the Inter-Institutional Observatory of Foreign Population in the Metropolitan City, established in 1996 and coordinated by the Prefecture of Turin. Its aim is to collect statistical data on migrant presence and integration in the metropolitan area in order to publish an annual statistical report aimed at supporting knowledge-based policies.

In 2011 the Metropolitan City Services of Education and Vocational Training, Labour and Social and Equal Opportunities, which hold the main responsibilities in migrant integration, established the so-called Migration Unit on an informal basis with the aims of coordinating data analysis for the annual reports of the Inter-Institutional Observatory and developing synergies among the three services and an integrated approach towards migrants.

Finally, involvement of civil society organisations in integration measures has always been central and strategic for the Metropolitan City which has employed a 'partnership approach'.

### Coordination and cooperation with regional and national levels

There is scope for improvement of multi-level migration governance mechanisms in Turin. Formal cooperation between the Metropolitan City and national institutions in the field of migration is almost absent. This is related to the fact that the Metropolitan City does not have any specific formal responsibilities in the field of migration, thus it does not participate in inter-institutional bodies and working groups on this topic. The coordination with the Region and Municipalities has been generally triggered by funding mechanisms or ad hoc initiatives.

## INTERNATIONAL COOPERATION

The Metropolitan City of Turin engages in several international networks. Among these, the ones where the city participates on migration-related activities include: Metropolis, Eurocities and UCLG. International partnerships relevant for migration have also been developed in the field of cooperation and development.

Turin Metropolitan City is partner of Arco Latino and, since 2005, has been cooperating with UNDP.

## PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION

According to the 2013 perception survey "Quality of life in cities" carried out in 79 European cities, the attitude of the people living in the city of Turin – not in the whole metropolitan area – towards migration and integration is rather negative. 50% of respondents agree with the statement that "The presence of foreigners is good for Turin", which places it along the lowest ranking in terms of positive view towards migration in Italian cities and Europe. Notwithstanding, the trend in perception on the basis of past results of this survey is a positive one for Turin, particularly in comparison to other Italian cities.

## MIGRANTS' ENJOYMENT OF HUMAN RIGHTS AND ACCESS TO SERVICES

	Education and vocational training	Employment and entrepreneurship	Social affairs	Protection against discrimination	Housing	Political participation and inclusion in local decision-making processes
MC competence	Yes	Yes	Yes	Yes	Partly	No
MC Implementation instrument	Educational and Vocational Training Service	Labour Service (until completion of institutional transition) Employment centres (EC)	Service of Equal Opportunities and Social Policies	Service of Equal Opportunities and Social Policies	Social Housing Needs Observatory for the allocation of public housing	
MC Policies and projects relevant to migrants' integration	<ul style="list-style-type: none"> <li>Complementary /additional Italian language courses for foreigners</li> <li>Specific tracks for highly skilled foreigners and second generation individuals through "Prov@work" project with MC High-level Professionals Sector</li> </ul>	<ul style="list-style-type: none"> <li>Collaboration with CSOs and the private sector to ensure the presence of cultural mediators and migration experts in each EC</li> <li>Collaboration between Labour Service, Accommodation centres, Prefecture and Municipality of Turin to support refugees' registration as unemployed and information sessions on the functioning of the local services and labour market</li> <li>Recognition of the so-called informal and not formal skills</li> <li>Information and counselling sessions for youth "Lunedì Giovani"</li> <li>Support to domestic and care workers (a large share of whom are migrants) with "A.F.R.I.PRO" project</li> <li>Youth training sessions and training in local enterprises with the EU "Youth Guarantee" scheme</li> <li>Participation in the working group against exploitation of workforce (with special attention to migrants) with the Prefecture, Piedmont Region, Municipality of Turin and CSOs</li> <li>Fight against labour market discrimination through participation in project 'Lo sapevi che?' (2013 – 2015, IEF)</li> </ul>	<ul style="list-style-type: none"> <li>Development of new interventions to support vulnerable people (new poor, migrants, elderly persons, etc.)</li> <li>Support the development of local systems sensitive to equal opportunities and to fight against any form of discrimination</li> <li>Integration of forced migrants through the identification and dissemination of good practices and institutional coordination among municipalities and between institutional levels</li> <li>Participation in informal working group on Public Transport and Migrants with Prefecture, Piedmont region, Regional public transport agency, municipalities and social cooperatives</li> </ul>	<ul style="list-style-type: none"> <li>Management of the front office and support to victims of discrimination</li> <li>Coordination of the provincial network of CSOs on anti-discrimination</li> <li>Monitoring the evolution of discrimination in the metropolitan area;</li> <li>Information and dissemination of good practices in the MC</li> </ul>	<ul style="list-style-type: none"> <li>Management of the Observatory which monitors housing policies at provincial level</li> </ul>	
Migrants access	Training addresses the population at large with a small share of places reserved for unemployed foreigners	Mainstreaming approach channelling the large majority of migrants towards general services	Multiculturality is one among the 6 main social development goals of the Metropolitan Social Plan	Activities address every form of discrimination. However, complains for not only racial and religious-based discrimination constituted the higher share of total complains i.e. 48% in 2014	Monitoring includes foreign beneficiaries	
Comments	The Metropolitan City of Turin is among the national pioneers in training for intercultural mediators, for care workers and nurse aides, and in the recognition of informal skills particularly widespread among foreigners	Despite attempts to improve service take-up among refugees, their access to employment services is still insufficient in large part due to the lack of resources to develop specific support actions	As of Feb 2017, the Metropolitan Social Plan has yet to be formally adopted	UNAR convention with the Piedmont Region and the MC and consequently funding for the satellite concluded in 2014. Since then, MC has accepted to relaunch the satellite with its own staffing and resources and aims to resume activities in 2017	Social housing competences are mainly held by the Region and the municipalities	Except for EU citizens, foreign nationals are not eligible to vote in local elections. Piedmont Region intends to issue a new regional law on migration with a consultative body involving foreign citizens. To draft the Bill, the Region started a participatory process with public and private stakeholders in the field of migration, involving the Metropolitan City of Turin